REPORT No. 915

FLOOD PROTECTION FOR OHIO RIVER BASIN, YAZOO RIVER, MISS., AND GENERAL FLOOD-CONTROL SUR-VEYS

July 22, 1937.—Ordered to be printed

Mr. Sheppard, from the Committee on Commerce, submitted the following

## REPORT

[To accompany H. R. 7646]

The Committee on Commerce, to whom was referred the bill (H. R. 7646) to amend an act entitled "An act authorizing the construction of certain public works on rivers and harbors for flood control, and for other purposes", approved June 22, 1936, having considered the same, report thereon with certain amendments and, as so amended, recommend that the bill do pass.

The committee has rearranged section 5 of the bill for the sake of convenience and in accordance with the usual listing of river and

harbor items.

Also, sundry additional preliminary surveys have been included. Section 6, authorizing modification on the part of the Chief of Engineers of the Yazoo River project, has been added to the bill. Senate Committee on Commerce has also made an amendment to provide that Willamette River, in the Flood Control Act of 1936, will include the tributaries of said river. This amendment is included in the added section 7.

The amendments are included in the bill as reported.

The report of the House Flood Control Committee follows:

# Louise Report No. 1120, Seventy-fifth Congress, first session

The Committee on Flood Control, to whom was referred the bill (H. R. 7646) to amend an act entitled "An act authorizing the construction of certain public works on rivers and harbors for flood control, and for other purposes", approved June 22, 1936, having had the same under consideration, report it back to the House with certain amendments with the recommendation that, as amended, it do pass.

The amendments adopted by the committee are as follows:

On page 2, line 7, strike out the comma, all of the remainder of

line 7, all of lines 8 and 9, and the figures "1937" in line 10.

On page 2, line 11, change the period to a colon and insert the following:

Provided further, That any funds appropriated for the fiscal year 1938 to carry out the provisions of the Flood Control Act of June 22, 1936, may be used for plant, material, supervisory and skilled services necessary in the execution of the projects authorized herein, with relief labor furnished under the provisions of the Emergency Relief Appropriation Act of 1937.

## OHIO-MISSISSIPPI FLOOD, 1937

From Point Pleasant, W. Va., to Cairo, Ill., along the Ohio, and from Cairo to Helena, Ark., along the Mississippi, in the flood of 1937, the highest recorded stages along these rivers were reached. The flood of 1937 exceeded all previous gages by some 9 feet at Cincinnati, Louisville, and Paducah; several hundred lives were lost; more than 800,000 people were made homeless. A conservative estimate of the direct damages is \$400,000,000, and it is believed that the indirect damages will aggregate an additional \$400,000,000. The previous

record flood in the lower Ohio Basin was in 1884 and along the lower

Mississippi River in 1927.

As provided by law, the House Committee on Flood Control on February 10, 1937, adopted a resolution calling upon the Chief of Engineers to review, in the light of the flood of 1937, reports previously submitted on the Ohio River and its tributaries, and on the Mississippi River and its tributaries, and to submit plans for protective works to prevent a recurrence of the 1937 and record floods.

#### PLANS

In 1927, and again in 1928, in what is known as 308 reports, Congress had provided for investigations and reports by the Chief of Engineers on more than 200 streams in the United States covering flood control, navigation, hydroelectric power, and irrigation. These reports have been submitted and are available to the public. Following the floods of 1935 and 1936 in New England, New York, and Pennsylvania, the Chief of Engineers was in position to recommend projects for protecting the flooded areas. Some \$12,000,000 has been expended by the Chief of Engineers in studying the principal streams and rivers of the United States during the past 9 years. Reports had been submitted upon the Ohio and its principal tributaries and upon the Mississippi River and its tributaries. Careful studies had been made, and in an incredibly short time the Chief of Engineers, in response to the resolution of the committee, submitted to the President of the United States, to be transmitted to the committee, a comprehensive flood-control plan for the Ohio and lower Mississippi Rivers, on April 6, 1937.

#### REPORT OF CHIEF OF ENGINEERS

The Chief of Engineers recommended the construction of a system of 45 flood-control reservoirs on the tributaries of the Ohio River, in addition to those already authorized; the construction of levees and flood walls in cities and towns on the Ohio River; the construction of 24 flood-control reservoirs on other tributaries of the Mississippi River, including tributaries of the Missouri, Arkansas, and White, and including a reservoir on the Red River; and certain modifications of the Mississippi River Flood Control Act of June 15, 1936, at an estimated cost of some \$800,000,000, over a period of from 10 to 20 years, to the Government and to the local interests.

# PRESIDENT REQUESTS DELAY ON COMPREHENSIVE PLAN

The President transmitted the said report of the Chief of Engineers to the House Committee on Flood Control on April 28, 1937, and advised that consideration of the report be delayed until the next session of Congress, after stating that he had requested a further and complete study by all of the agencies of the Government involved.

The said report of the Chief of Engineers, dated April 6, 1937, and the letter of transmittal by the President of the United States, dated April 28, 1937, have been published as Flood Control Committee

Document No. 1, Seventy-fifth Congress, first session.

### PARTIAL PLAN

Subsequently, the President of the United States verbally recommended to the committee an amendment to the Flood Control Act of June 22, 1936, for an authorization of \$24,877,000 for levees, flood walls, and drainage structures in the Ohio River Basin, in accordance with the said report of the Chief of Engineers, the projects to be selected and substantially one-half of the costs of construction for the fiscal year 1938 to be allocated from funds appropriated in the Emergency Relief Appropriation Act of 1937.

### HEARINGS

Thereupon a bill was introduced to carry out the recommendations of the President, and hearings were conducted. The committee decided to limit hearings to the priority and emergency projects in the Ohio River Basin, with the understanding that hearings would be conducted on the comprehensive plan along the Ohio and Mississippi Rivers at the next session of the Congress.

### NATIONAL POLICY OF 1936

Under the Flood Control Act of June 22, 1936, the Federal Government, for the first time, declared a national policy and adopted a national program for flood control. The flood-control works by the Corps of Engineers are to be supplemented by upstream measures for run-off and water-flow retardation and soil-erosion prevention. The flood-control works are to be prosecuted by the War Department. The soil-erosion and water-flow retardation measures are to be under the supervision of the Department of Agriculture.

The act of June 22, 1936, authorized preliminary examinations and surveys on the streams mentioned in section 6 of the act. As above stated, the War Department had already submitted many reports on other streams. The flood-control works along the streams and the flood-prevention works along the tributaries coordinate. It is apparent that upstream studies and investigations by the Department of Agriculture should be made on reports previously authorized and previously submitted by the War Department. The bill, as reported, provides for studies and investigations by the Department of Agriculture to supplement the preliminary examinations and surveys by the War Department.

### Conservation

On April 27, 1935, the Soil Conservation Act was adopted and provisions were made for local cooperation on lands not owned or controlled by the United States. On streams where there are flood-control works such provisions should obtain on the headwaters, and the bill provides for local cooperation in the exact language of the said Soil Conservation Act.

## PRELIMINARY EXAMINATIONS AND SURVEYS

Many bills for preliminary examinations and surveys by the War Department and by the Department of Agriculture, as provided by law, have been introduced and referred to the Committee on Flood

Control. The committee adopted the policy of including all such bills where favorable reports have been submitted by the War Department and the Department of Agriculture in one bill. All streams for which bills have been introduced for preliminary examinations and surveys on which favorable reports have been made are included in the bill rather than in a separate omnibus bill.

The bill was referred to the War Department and the Department of Agriculture. Both Departments reported that, as amended, the

bill is approved by the Bureau of the Budget.

The following letter from the War Department shows that the bill, as amended, has the approval of that Department and of the Bureau of the Budget:

WAR DEPARTMENT, Washington, June 24, 1937.

Hon. WILL M. WHITTINGTON,

Chairman of the Committee on Flood Control,

House of Representatives, Washington, D. C.

DEAR JUDGE WHITTINGTON: The Department is in receipt of your letter of June 24, 1937, enclosing a copy of H. R. 7646, which proposes to amend the Flood Control Act of June 22, 1936, to authorize additional works in the Ohio River

Basin, and for other purposes, and requesting its views thereon.

The Department recognizes the desirability of an immediate authorization for the construction of levees, flood walls, and drainage structures for the protection of the cities and towns in the Ohio River Basin which suffered such severe damage during the flood of this year, as provided for in section 1. However, it is of the view that the provision in section 1, lines 7 to 10, page 2, which permits relief funds to be applied to these works in excess of the authorization, is unnecessary and should be omitted, since it could be interpreted as increasing the amount of the authorization. It is contemplated that the work authorized in section 1 is to be placed under way with relief labor. The Department therefore believes that a provision should be inserted in said section permitting the appropriated funds of the Department to be applied to the projects authorized therein to cover the costs of material, equipment, and supervisory and skilled services; otherwise it would be difficult, if not impossible, to execute the projects

under the requirements established for the relief program.

Section 2 of the proposed legislation authorizes the use of appropriated funds in amounts not to exceed \$300,000 per year, of which not more than \$25,000 shall be expended on a single stream. A large number of streams throughout the United States have become choked through the accumulation of snags and debris. A comparatively small expenditure would enable the Department to operate its snag boats and other floating plant to remove these accumulations. would have a very beneficial effect in reducing flood conditions on the streams in question and probably represents as beneficial an expenditure for flood-control

purposes as can be made for the sums involved.

Sections 3 and 4 pertain to the Department of Agriculture. The Department is of the view that section 3 is particularly necessary to permit the Secretary of Agriculture to undertake the examinations of streams investigated by the War Department under authorizations prior to the act of June 22, 1936, so that information with respect to the retardation of run-off and the prevention of soil erosion in these stream basins will be available for the consideration of Congress.

Section 5 permits the consideration by Congress in one bill of a number of preliminary examinations and survey authorizations usually considered in a number of bills. The Department is favorable to the undertaking of these

investigations.

The amendments suggested herein have been indicated in red on the attached copy of H. R. 7646. The War Department recommends the adoption of the

legislation as thus amended.

The Bureau of the Budget advises that, with the amendments herein recommended, the proposed legislation would not be in conflict with the program of the President.

Sincerely yours,

HARRY H. WOODRING, Secretary of War.

## DEPARTMENT OF AGRICULTURE

The Department of Agriculture was requested to submit a report on the watersheds and measures for run-off and water-flow retardation and soil-erosion prevention. The Department of Agriculture submitted a favorable report on the bill, as amended, and advised that the bill, as amended, had the approval of the Director of the Budget. The letter of the Department of Agriculture is as follows:

> DEPARTMENT OF AGRICULTURE, Washington, June 24, 1937.

Hon. WILL M. WHITTINGTON, House of Representatives.

My DEAR Mr. Whittington: I have examined with care the provisions of H. R. 7646, entitled "A bill to amend an act entitled 'An act authorizing the construction of certain public works on rivers and harbors for flood control, and for other purposes', approved June 22, 1936", upon which you have asked me to submit a report to your committee. I have noted that only sections 3, 4, and 5 of the bill relate to the work of the Department of Agriculture, and I shall, there-

fore, limit my discussion to the provisions of those three sections.

Section 3 of H. R. 7646 provides for supplementing the preliminary examinations and surveys which the Secretary of War has heretofore been directed to make of waterways for flood control, by directing the Secretary of Agriculture to make preliminary examinations and surveys for run-off and water-flow retardation and soil-erosion prevention on the watersheds of the same waterways. Section 4 of the bill would amend section 3 of the Flood Control Act approved June 22, 1936, by adding to the policies already declared in section 3 the additional policy that State and local cooperation with the work of the Department of Agriculture on the watersheds, as authorized by the Congress from time to time, may be required as a condition to the extension of Federal benefits to lands not owned by the United States. Section 5 of the bill adds an additional list of locations to those now included in section 6 of the act of June 22, 1936, with reference to which the Secretary of War and the Secretary of Agriculture are authorized to make preliminary examinations and surveys of the waterways and watersheds, respec-

In the act of June 22, 1936, the Congress has recognized that, if effective flood control is to be achieved, it is necessary not alone to provide for the erection of flood-control structures on streams, but also to provide for the control of crosion and the reduction in the speed and volume of water run-off on the watersheds of such streams. Such erosion and run-off control is essential as a flood-control measure in order to retard and reduce the flow of water from the land into the streams, and to reduce the silting and sedimentation of stream channels, dams, and reservoirs. This is as true of the waterways which the War Department has heretofore been authorized to survey for flood-control purposes as it is of any other waterways. Section 3 of the bill will therefore, be a valuable step in

effectuating the policy declared in the act of June 22, 1936.

Section 3 of the act approved June 22, 1936, is part of the "Declaration of policy" contained in that act. It provides that no money appropriated under authority of that act shall be expended on the construction of any authorized project until States and local governmental units have given assurances satisfactory to the Secretary of War that they will cooperate with, and participate in, the flood-control operations administered by the War Department, in certain designated ways. It will be noted that this requirement for State and local cooperation and participation is limited to the activities to be administered by the War Department. It is, however, important that State and local cooperation and participation should be provided for in the case of measures to be hereafter administered by the Department of Agriculture for erosion prevention and run-off and water-flow retardation on the watersheds in aid of flood control. State and local cooperation in such measures is essential, because it will be necessary to bring about changes in land-use practices by large numbers of individual landowners and operators. In fact, some of the legislative measures that may prove necessary are solely within the constitutional power of the State legislatures and cannot be provided for by Congress.

It is appropriate that section 4 of the bill be now enacted as an addition to the "Declaration of policy" contained in the act approved June 22, 1936, so that this provision for State and local cooperation may not need to be repeated in every bill which the Congress may hereafter adopt authorizing the Department of

Agriculture to carry on particular work on particular watersheds.

I am, therefore, entirely in favor of the provisions of sections 3, 4, and 5, and

recommend their enactment into law.

I have cleared this report with the Budget Bureau and have been authorized to advise you that the Budget Bureau has no objection to my submitting this favorable report to your committee. Sincerely,

H. A. WALLACE, Secretary.

#### Analysis

The bill is an amendment to the National Flood Control Act dated June 22, 1936, and enlarges and properly expands the policy of that act.

#### SECTION 1

Section 1 authorizes levees, flood walls, and drainage structures in the Ohio River Basin, as recommended, and in accordance with the report of the Chief of Engineers in House Committee on Flood Control Document No. 1, Seventy-fifth Congress, first session, projects to be selected by the Chief of Engineers, with the approval of the Secretary of War, at a cost not to exceed \$24,877,000. It is understood that the President will make available out of the Entergency Relief Appropriation Act of 1937 approximately \$12,000,000 for such construction. Section 1 contains the provision that regularly appropriated funds may be used for plant, material, supervisory and skilled services necessary in the execution of the projects authorized. It is believed that there will be no diminution in the funds regularly appropriated for flood control, as such funds will be supplemented from relief funds by a much greater amount than any amounts that may be used for plants and materials.

#### SECTION 2

Section 2 authorizes the Secretary of War, in approved projects where authorizations have been made and where appropriations have been made, to utilize not exceeding \$300,000 per year and not exceeding \$25,000 on any single stream, in removing debris and accumulated snags and in clearing the channels of navigable streams and their tributaries when, in the opinion of the Chief of Engineers, such work is advisable in the interest of flood control.

In the two Flood Control Acts of 1936 the cost of construction is borne by the United States. It is believed that in many cases flood control can be aided by clearing the channels to supplement levees and, in some cases, levees may be eliminated by clearing the channels. No additional authorization or appropriation is required by section 2.

#### SECTION 8

Section 3 authorizes the Secretary of Agriculture, under the policy of the act of 1936, to make preliminary examinations and surveys on projects on which the Secretary of War had been authorized and directed to survey and examine prior to the passage of the act of 1936. No additional authorization or appropriation is necessary or provided.

#### SECTION 4

Section 4 amends section 3 of the act of June 22, 1936, by including, as already stated, the language of the Soil Conservation Act of April 27, 1935.

### SECTION 5

Section 5 amends section 6 of the act of June 22, 1936, to authorize the Department of War and the Department of Agriculture to make preliminary examinations and surveys on the streams mentioned in said amendment to said act. These include the bills for preliminary examinations and surveys on which the Department of War and the Department of Agriculture had submitted favorable reports.

### CHANGES IN EXISTING LAW

In compliance with paragraph 2a of rule XIII of the House of Representatives, changes in existing law made by this bill are shown as follows (new matter or amendment is printed in italic, and existing law in which no change is proposed is shown in roman):

#### FLOOD CONTROL ACT OF 1936

Szc. 5. That pursuant to the policy outlined in sections 1 and 3, the following works of improvement, for the benefit of navigation and the control of destructive floodwaters and other purposes, are hereby adopted and authorized to be prosecuted, in order of their emergency as may be designated by the President, under the direction of the Secretary of War and supervision of the Chief of Engineers in accordance with the plans in the respective reports and records hereinafter designated: *Provided*, That penstocks or other similar facilities, adapted to possible future use in the development of adequate electric power, may be installed in any dam herein authorized when approved by the Secretary of War upon the recommendation of the Chief of Engineers. \* \*

#### OHIO RIVER BASIN

Reservoir system for the protection of Pittsburgh: Construction of reservoirs for the Allegheny-Monongahela Basin as in comprehensive plan for the protection of Pittsburgh and for the reduction of flood heights in the Ohio Valley generally, as set forth in House Document Numbered 306, Seventy-fourth Congress, first session, and in the report on the Allegheny-Monongahela Rivers and tributaries on record in the Office of the Chief of Engineers, with such revisions or modifications as may be found advisable by the Chief of Engineers upon further investigation; estimated construction cost, \$20,646,000; estimated cost of lands and damages, \$34,569,000.

Reservoir system for the reduction of Ohio River floods below Pittsburgh: Construction of reservoirs, including the completion of the Bluestone Reservoir now under way, which, together with the reservoirs for Pittsburgh flood control, constitutes a comprehensive plan for flood control on the main stream of the Ohio River and on the tributary stream below the reservoirs, as set forth in House Document Numbered 306, Seventy-fourth Congress, first session; estimated construction cost, \$19,616,800; estimated cost of lands and damages, \$10,519,600.

Levees, flood walls, and drainage structures: Construction of levees, flood walls, and drainage structures for the protection of cities and towns in the Ohio River Basin, the projects to be selected by the Chief of Engineers, with the approval of the Secretary of War, in accordance with the report of the Chief of Engineers in House Committee on Flood Control Document Numbered 1, Seventy-fifth Congress, first session, at a cost not to exceed \$24,877,000 for construction which is hereby authorized to be appropriated for this purpose: Provided, That the local cooperation required by section 3 is complied with: Provided further, That any funds appropriated for the fiscal year 1938 to carry out the provisions of the Flood Control Act of June 22, 1936, may be used for plant, material, supervisory and skilled services necessary in the execution of the projects authorized herein, with relief labor furnished under the provisions of the Emergency Relief Appropriation Act of 1937.

## OTHER NEW MATTER

The Flood Control Act of June 22, 1936, is amended by adding sections 2, 3, and 4 of this bill, which are new matter, and are printed in italics as follows:

Sec. 2. That the Secretary of War is hereby authorized to approve the expenditure of not to exceed \$300,000 per year, from any appropriations heretofore or hereafter made for flood control, in removing accumulated snags and other debris and clearing of channels in navigable streams and tributaries thereof when in the opinion of the Chief of Engineers such work is advisable in the interest of flood control: Provided, That not more than \$25,000 shall be expended for this purpose on any single stream

in any one year.

Sec. 3. That, in order to further the declaration of policy and principles declared in sections 1 and 2 of the Flood Control Act approved June 22, 1936, and to supplement the preliminary examinations and surveys which the Secretary of War has heretofore been authorized and directed to make of waterways with a view to the control of their floods, the Secretary of Agriculture be, and he is hereby, authorized and directed to cause preliminary examinations and surveys to be made for run-off and water-flow and soil-erosion prevention on the watersheds of said waterways, the costs retardation and soil-erosion prevention on the watersheds of said waterways, the costs thereof to be paid from appropriations heretofore or hereafter made for such purposes.

Sec. 4. That section 3 of the Act entitled "An Act authorizing the construction of

certain public works on rivers and harbors for flood control, and for other purposes", approved June 22, 1936, is hereby amended by adding the following subsection (d): "As a condition to the extending of any benefits, in prosecuting measures for run-off and water-flow retardation and soil-erosion prevention authorized by Act of Congress pursuant to the policy declared in this Act, to any lands not owned or controlled by the United States or any of its agencies, the Secretary of Agriculture may, insofar as he may deem necessary for the purposes of such Acts, require-

f''(1) The enactment and reasonable safeguards for the enforcement of State and local laws imposing suitable permanent restrictions on the use of such lands and otherwise providing for run-off and water-flow retardation and soil-erosion prevention;

"(2) Agreements or covenants as to the permanent use of such lands; and "(3) Contributions in money, services, materials, or otherwise to any operations conferring such benefits."

#### AMENDMENT TO SECTION 6 OF ACT OF JUNE 22, 1936

Sec. 5. The Secretary of War is hereby authorized and directed to cause preliminary examinations and surveys for flood control at the following-named localities, and the Secretary of Agriculture is authorized and directed to cause preliminary examinations and surveys for run-off and water-flow retardation and soil-erosion prevention on the watersheds of such localities; the cost thereof to be paid from appropriations heretofore or hereafter made for such purposes: Provided, That no preliminary examination, survey, project, or estimate for new works other than those designated in this or some prior Act or joint resolution shall be made: Provided further, That after the regular or formal reports made as hereby authorized on any examination, survey, project, or work under way or proposed are submitted to Congress, no supplemental or additional report or estimate shall be made unless authorized by law or by resolution of the Committee on Flood Control of the House of Representatives or the Committee on Commerce of the Senate: And provided further, That the Government shall not be deemed to have entered upon any project for the improvement of any waterway mentioned in this Act until the project for the proposed work shall have been adopted by law.

Santa Ana River and tributaries, California. South Fabius River in northeast Missouri. Willow Creek, Oregon.

Cherry Creek and its tributaries, Colorado.

Zumbro River and the Whitewater River in southeastern Minnesota.

Saline River, Arkansas. Alameda and San Lorenzo Creeks and their tributaries, California.

Arkansas River in Sequoyah and Haskell Counties, Oklahoma.

Chariton River in Schuyler County, Missouri.

Galena River (Fever River) in Illinois and Wisconsin.

San Jacinto River and its tributaries, in Montgomery, Walker, San Jacinto

Grimes, Waller, Liberty, and Harris Counties, Texas.

Kissimee River Valley and its tributaries, Florida.

Pajaro River, California.

Dugdemonia Bayou, Louisiana.

Mississippi River and tributaries in vicinity of Memphis and Shelby County,

"The Narrows" on Fourche La Fave River in Scott County, Arkansas.
Cumberland River and its tributaries in the vicinity of Nashville, Tennessee.
Cumberland River and its tributaries in the vicinity of Clarksville, Tennessee. Floyd River, Iowa. Little Sioux River, Iowa.

Tygart River and tributaries in the vicinity of Elkins, West Virginia.

North Branch of Potomac River and its tributaries in the vicinity of Keyser, West

Santa Ana River and Banning Canyon in counties of San Bernardino and Riverside, California.

Mojave River, in the county of San Bernardino, California.

Lytle Creek, Waterman Canyon, in the county of San Bernardino, California. San Jacinto River and Bautiste Creek in the county of Riverside, California. Boeuf River, Catahoula, Franklin, Caldwell, Richland, West Carroll, and Morehouse Parishes, Louisiana.

Bayou Macon, Franklin, Madison, Richland, East Carroll, and West Carroll

Parishes, Louisiana

Ouachita River and tributaries, Louisiana.
Russian River, California.
Buckhannon River and Middle Fork River and their tributaries in the vicinity of Buckhannon, West Virginia.

Bureau Creek and tributaries, Illinois.

Kiskiminitas River, Pennsylvania.

Illinois River and the Fox River at Ottawa, Illinois.

Santa Clara River, California.

Clinton River, Michigan.

Sans Bois Creek in Haskell and Latimer Counties, Oklahoma.

Salinas River, California.

Walnut Bayou in Little River County, Arkansas.

Cucamongo Creek, Deer Creek, San Antonio Creek, and Chino Creek, California.

Cedar River, Iowa.

Arroyo Grande Creek in the county of San Luis Obispo, California.

Chariton River, Iowa.

Bill Williams River, Arizona.

Big Sandy River in Arizona, from the junction of Trout Creek and Knight Creek on the north to the Bill Williams River on the south.

Quiver River, Mississippi. Sunflower River, Mississippi.

Iowa River, Iowa.

Kiskiminitas and Conemaugh Rivers and their tributaries, Pennsylvania.

Whitewater River, California.

Girtys Run in Allegheny County, Pennsylvania.

The bill contains authorizations for new work in the Ohio River Basin amounting to \$24,877,000, conditioned upon local cooperation as provided by existing law, under which the local interests furnish the rights-of-way and the Government pays the costs of construction, and it expands and enlarges the adopted policy in the act of 1936 to provide for measures by the Department of Agriculture, upstream; to supplement and reenforce flood-control works by the Department of War, downstream.